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# The Declining Significance of Parishad Schools as against Private Schools in Uttar Pradesh

Y. P. Singh A. Joshi



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INSTITUTE OF DEVELOPMENT STUDIES

Sector O, Aliganj Housing Scheme LUCKNOW-226 024

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Y.P. SINGH A.JOSHI

GIRI INSTITUTE OF DEVELOPMENT STUDIES
Sector O, Aliganj Housing Scheme
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#### INTRODUCTION

In order to lay a proper foundation for the overall social and economic development of any region education plays a pivotal role and primary education stands out as the most significant aspect of education because of its's contribution in improving the productive capacity of the society as well as its various institutions whether political, economic or scientific has been proved beyond doubt. It also helps in reducing poverty by increasing the value and efficiency of labour which is offered by the poorer sections of society. Education assumes an even more significant role when traditional economies get transformed into modern through the adoption of advanced technologies and modern means of production. This is so because if the labour force is educated it has a much greater degree of intellectual flexibility. Consequently the new technologies can adopted by the labour force with much greater ease.

The significance of primary education is two-fold. In the first place primary education makes people literate and secondly, primary education serves as the very foundation on the basis of which an individual can acquire higher education. It is as a result of this paramount role of

primary education that it is accepted world wide that every child must have access to primary education. Not only is it necessary that every child in the school going age group must have easy access to school, but what is equally, if not more important, is the fact that these schools must impart proper education if an effective base for human capital development is to be achieved.

As far as the developing countries are concerned, it seen that many have achieved universal primary enrolment as a result of their efforts over the past three However, many countries are still far away from achieving this goal. In some cases it is so since the rate of of population is higher than the rate at which primary education is being made available. These are the countries which will have to strive hard over the next 10-15 years to reduce illiteracy and achieve the goal of universalisation of primary education. While providing for primary education these countries will have to ensure both quantitative and qualitative aspects of primary education. If a proper base of primary education is established it will go a long way in bringing about economic development; increase the earnings of the labour force; and, improve the levels of productivity. Besides these economic gains the social aspects where improvement will be evident will be in reduced fertility and improved child health and nutrition. Moreover, education will also influence the way of thinking and lead to attitudinal modernity as well.

While ensuring access to school and proper education in the primary schools another aspect which will have to be given equal importance is that of retention. In many of the developing countries it is observed that despite high gross enrolment rates only around 60-70 per cent of the children who get enrolled in Class I complete Class V. This is the primary reason why illiteracy continues to plague these countries.

However, the success of the scheme related to the universalisation of primary education depends, to a considerable extent on the political will of the government, social pressure on education, the conception of parents regarding the significance of the education of their children especially those belonging to the lower income groups, the general economic and social conditions, etc. These may be termed as the external factors. The second set of factors, are those internal to the educational process. These include aspects such as the structure of the existing educational system and its history, the pattern of expenditure on education, the existing supply and distribution of educational resources and the attitude of people working in the educational institutions.

"Changing systems as large and complex as primary education systems requires a long time and a significant amount of resources. High levels of national political commitment and sustained funding from national, and often

international, sources are necessary. Commitment deepens with success, and success hinges on the programmes ability to meet local needs and adapt to local conditions. To achieve this level of commitment, senior officials and political figures, teachers, principals, community leaders, and school support staff must help to design and implement the reforms."\*

#### EDUCATIONAL POLICY IN INDIA : A HISTORICAL PERSPECTIVE

In the preceding paragraphs we have tried to focus our attention on the significance of primary education in the development of an individual as well as the society as a whole. We will now briefly try to see how the educational policy developed in India over the ages.

During the ancient period the education policy was very different as compared to what we find it during the modern period. Education was imparted in "Ashrams" which were run by learned scholars and in the system of education there was no state intervention. The primary aim of education was to attain self-realisation, and the curriculum was broad based. Primary or lower secondary as well as higher secondary education was imparted in "Ashrams" or "Gurukulas" and sanskrit was the medium of instruction. However, the process of selection was highly selective and so everyone did not have access to these "Ashrams" or "Gurukulas". The prominent example which immediately comes to mind is that Guru

<sup>\*</sup> Improving Primary Education in Developing Countries, M.E. Lockheed and A.M. Verspoor, A World Bank Publication, 1991.

Dronacharya refused to accept Ekalavya as his desciple and to teach him archery.

During the Buddhist period the educational institutions opened their gates to all irrespective of caste or country. Pali was the medium of instruction and this period saw institutions like Nalanda and Vikramshila emerge as world famous educational institutions.

The Jain monks, on the other hand, did not take a very active part in imparting education despite the fact that many of them were great scholars and philosophers.

Even during the Medieval period education was held in high esteem and primary education was imparted to children in the 'Maktabs'. The curriculum followed a set pattern dominated by the study of Koran.

The British neglected education upto 1792. After that some thoughts were given towards education. Finally in 1835 Lord Macaulay formulated the British Policy of Education and it remained in force for over a century. In fact even the present education policy of India is largely influenced by it. On gaining Independence we, therefore, inherited the educational policy and the educational system that was prevalent during the British period.

Even after we gained Independence no one was sure of what our National Policy on Education was till as late as 1968. The first National Policy on Education (1968) included

aspects such as free and compulsory primary education, payment of reasonable emoluments to the teachers, the three language formula, common text books for the whole country, protecting the rights of the minorities and the 10+2+3 structure of education, etc. However, a major portion of this policy could not be implemented because of lack of will power on the part of the government, paucity of financial resources and lack of initiative among those who were to implement these schemes. As a result unsuccessful efforts were made for about a decade to implement the Educational Policy. Finally, with the fall of the Congress Government in 1977 the first National Policy on Education came to a halt.

In 1979 the Janta Government formulated its own educational policy in which the educational system was to be reorganised and elementary education to be made free and compulsory and aim at the development of the personality and character. Provision of mid-day meal, free text books, stationery and uniform were to be made along with efforts to develop a common school system. However, the Janta Government did not last long enough and consequently the policy could not bear fruits as the government fell in 1980.

From 1980 to 1984 the First National Policy on Education reappeared once again with the Congress Party returning to power. But there was a slow progress in the field of education. In 1985 the need was felt to change the education policy and in 1986 the Government of India came out with two documents. The National Policy on Education and Programme of

It was for the first time that the Action. qovernment chalked out a programme of action. The educational policy conceived of pace setting schools known as Navodaya Vidyalayas where talented and bright children would receive education. Stress was also laid on on-job training and education of teachers and this was to be achieved through the Academic Staff Colleges. For the first time a 10+2+3 pattern of education was made compulsory all over the country. order to refresh the knowledge of teachers employed in elementary schools the provision was made to establish District Institutes of Education and Training (DIET). The policy laid stress on the greater role of the Central Government in education. Since the Congress Party had an overwhelming majority in Parliament the National Policy on Education 1986 was easily passed. However, some people were opposed to this education policy and felt that it was anti-people.

The National Front Government appointed a Committee, headed by Acharya Ram Murti, in 1990 to review the National Policy on Education, 1986. The Committee released a paper in September 1990 wherein it was pointed out that the outlay for primary education needs to be hiked significantly. It stressed on the need to have a common school system within a period of ten years in order to have a comparable quality of education all over. The Committee also stressed on the need for special allocations for the improvement of the school system in backward areas such as slums, tribal areas, hilly tracts, desert and marshy areas, etc.

### DEVELOPMENTS IN THE FIELD OF PRIMARY EDUCATION IN INDIA AND U.P.

In the preceeding pages we have briefly touched upon the significance of education in general and of primary education in particular. We have also given a brief historical picture of how our educational policy has evolved over the years. We will now focus our attention on the achievements which have been made in the field of primary education at the national level and that of U.P.

Table 1: Expenditure on Primary Education as a Percentage to Total Expenditure on Education

Plan	Period	India	Uttar Pradesh
1st Plan	1951-56	56	70
2nd Plan	1956-61	35	59
3rd Plan	1961-66	34	66
Annual Plans	1966-69	24	60
4th Plan	1969-74	30	67
5th Plan	1974-79	35	53
6th Plan	1980-85	33	42
7th Plan	1985-90	37	56
Annual Plans	1990-92	37	39
8th Plan	1992-97	47	ĄĄ

- Source: i) Young Indian, Human Resource Development, Need for New Approach to Education, Vol.6, September 1997 for India.
  - ii) Draft Five Year Plans Seventh and Eighth for U.P. and Annual Plan, U.P., 1994-95, Vol.II.

When we look at the share allotted to primary education out of the total allocation for education as a whole we find that at the All India level this share was a healthy 56 per

cent during the First Plan. However this share dropped quite considerably to 35 per cent during the Second Plan and remained almost constant even in the Third Plan. There were fluctuations during the Fourth to the Sixth Plans. Since then the share has shown an increasing trend. However, even during the Eighth Plan the share of primary education was much below that which had been set aside during the First Plan. But when we look at the allocations in absolute terms the increase has been phenomenal between the First Plan (Rs.85 crore) and the Eighth Plan (Rs.9201 crore).

As a result of the expenditure made on provide primary education all over the country the total number of primary schools increased from 2.10 lakhs in 1950-51 to 5.73 lakhs in 1992-93. Thus the number more than doubled during the period between 1950-51 and 1992-93. Similarly the number of teachers have also increased quite significantly. During the year 1989-90 the total number of primary teachers in the country was 16.01 lakhs. This increased to 17.03 lakhs by the year 1993-94. It is essential to have sufficient number of teachers because only then can the teachers pay proper attention to the pupils and assure proper quality of education. The suggested norms related to teacher pupil ratio is 30:35. However, we are yet to achieve it at the All India level (42 during 1993-94).

When we look at the share of expenditure on primary education in the case of Uttar Pradesh (Table 1) it is observed that the share of primary education to the total

expenditure on education was as high as 70 per cent during the first plan period. This was much higher as compared to the corresponding percentage at the All India level. Even in the case of the state we find wide fluctuations as far as the share of primary education to total education is concerned in different Five Year Plans and there is a declining trend in the sense that during the Eighth Plan the share of primary education was only 44 per cent which was lower than the All India average. On the one hand top priority is being accorded to universalisation of primary education and yet over the Plans the share of expenditure on primary education declining. That is primarily why we have to rely so heavily on assistance from the World Bank and international institutions. However, if we look at Plan expenditures from the point of actual expenditure, it constantly been increasing with successive plans. the First Plan the expenditure on elementary education Rs.1271 lakh and by the Eighth Plan this amount had risen to Rs.83855.42 lakh.

As a result of the expenditures made in the field of primary education in Uttar Pradesh the number of primary schools increased from 31979 during 1950-51 to 86461 during 1975-96. When we look at the number of teachers, their number went up from 2.47 lakks during 1981-82 to 3.00 lakks in 1995-96. As was the case at the All India level, the teacher pupil ratio was not favourable. In fact it was 62 in the case of U.P. during the year 1994-95 and is much worse

than the prescribed norm of 30:35. As far as total enrolment is concerned it is seen that during 1950-51 a total of 27.27 lakh students were enrolled in the 31979 primary schools of the state. By 1995-96 while the total number of schools had risen to 86461, enrolment in these schools had touched a figure of 177.25 lakhs. It is, therefore, very evident that as a result of the rapid growth of population the number of children in the school going age group went up many folds over a period of four and a half decades but the increase the total number of schools and in the total number of teachers could not keep pace with the growth of population and consequently we have an adverse teacher pupil ratio in the state as compared to the country as a whole. However, what is encouraging is that as a result of the efforts of the state government the enrolment rates achieved at the level of primary education have increased from around 36 per cent in 1950-51 to around 90.8 per cent by the year 1995-96.

A significant development over the past few years has been that a large number of privately run junior basic schools have been established. These schools initially were found only in the main cities but now they are spread all over the rural areas as well. Not only have such schools registered a rapid growth but they are also attracting children from all sections of the society. The government run schools enjoy some distinct advantages over the private schools in terms of no fees, the availability of trained teachers, provision of mid-day meals and of scholarship to

the SC/ST students etc. Despite these advantages the popularity of the private schools is on the increase. A comparative analysis of the primary schools run by the Basic Shiksha Parishad and those run privately will bring out the differences between the two and help identify the reasons for the popularity of the private schools.

The present paper makes an attempt to carry out a comparative study of the primary schools run by the Basic Shiksha Parishad and by Private individuals. The results of the findings are based on a field survey conducted in Gorakhpur and Saharanpur districts from where a total of 12 Parishad and 12 Private Schools were identified to conduct the study. The main objectives of the study were:

- (a) to analyse the socio-economic background of the students enrolled in the two categories of schools;
- (b) to analyse the qualitative differences which appear so far as teachers and other facilities offered by both types of schools;
- (c) to analyse difference between aspects such as minimum levels of learning, teacher-student ratio, drop-out rates and stagnation between children studying in Parishad and Private schools;
- (d) to try and analyse factors which have contributed towards increasing the popularity of private schools; and,
- (e) to offer suggestions which will help in improving the existing conditions of the Parishad Schools.

The study was carried out in three selected blocks taken from each of the two districts mentioned above. From each block two efficiently run Parishad and two Private schools

were selected and detailed information was collected from each school related to facilities provide by the schools, number of teachers, students, clas-wise enrolment, attendance etc. Moreover, from each school we also selected 10 parents to have their perception about the school in which their children were enrolled. In the selection of parents we kept two things in mind. The first was to ensure that parents belonged to different caste groups such as Hindu, Muslim and SC/ST. Moreover we also saw to it that the sample covered both high and low income group parents. Our total sample included 240 parents.

#### MAIN FINDINGS OF THE STUDY

On the basis of the analysis carried out by us of the selected schools and parents the main findings are as follows:

#### 1. SOCIO-ECONOMIC BACKGROUND OF PARENTS

- (a) A fairly high percentage of respondents were literate.

  Among Parishad shool parents literates were around 82 per cent and 92 per cent among Private Schools. Not only was literacy higher among Private parents but they even had a higher proportion of those with educational attainment above Class X.
- (b) The average land holding size of our sample households was low - 1.27 and 1.77 acre among Parishad and Private

parents respectively. However among Parishad parents a high percentage had cultivation as their primary occupation. In the case of Private parents self employment was the most important primary occupation.

- (c) As far as the demographic structure of the households is concerned the average size of the household among Parishad and Private households was 5.11 and 4.84 respectively and the share of workforce among them worked out to be around 25 and 27 per cent respectively. The primary occupation of the other employed members, besides the respondent, was mainly cultivaltion among both catagories of households.
- (d) The average yearly income of Parishad households worked out to be Rs.32,235 whereas it was Rs.40,377 among Private households. In the case of Parishad households cultivation contributed 31.66 per cent of the income and was followed by self employment (25.34 per cent). In the case of private households the maximum share was contributed by self employment (35.36 per cent) while cultivation was second in importance (30.68 per cent).
- (e) It was found that on an average each Parishad household was spending about 4.75 per cent of their total monthly expenditure on the education of their children. The corresponding percentage in the case of Private households was relatively higher at 7.42 per cent.

# 2- QUALITATIVE DIFFERENCES BETWEEN PARISHAD AND PRIVATE SCHOOLS

- (a) All Parishad schools which are old generally have poorly maintained school buildings. In most cases there are no or broken boundary walls. The ceilings leak during monsoons and need to be repaired urgently. No Parishad school had electricity. On the other hand, the buildings of Private schools are relatively better maintained.
- (b) Parishad schools generally do not have enough rooms to accommodate students on a classwise basis. In Parishad schools children have to sit on 'Tat-Pattis' while the Private schools have benches.
- (c) Almost all teachers of Parishad schools are trained teachers who are drawing salaries and allowances in accordance to the pay scales of the state Government. Moreover, they are also being provided on—job training on a regular basis to familiarise them with new techniques of teaching. Parishad schools are also provided with maths and science teaching kits. On the contrary the Private schools manage their teaching with the help of untrained and low paid teachers.
- (d) In order to increase enrolment the Parishad schools are giving all children 3 kgs. of rations per month provided the child has maintained an 80 per cent attendance record. Besides this the SC/ST, OBC and

Muslim Children are also being offered scholarships. This scholarship scheme is also available to the eligible children in the government aided Private schools.

(e) In the case of the Parishad shools the financial burlden on parents by way of fees is negligible. Children belonging to general caste pay rupee one per month as development charges. Upto class III children pay ten paise per month as games fees. The games fees is twenty paise in Class IV and V. In the case of SC/ST children they have been exempted from the development charges. As against this the average monthly fees in the private schools of Gorakhpur and Saharanpur worked out to be Rs.25.5 and Rs.32.5 respectively.

### 3. OTHER DIFFERENCES BETWEEN PARISHAD AND PRIVATE SCHOOLS

- (a) Because of the incentive of getting free monthly rations children even less than 6 years of age are getting enrolled in Parishad schools. Consequently the average number of children in Class I is rather high and in many schools the class has to be split into 2-3 sections. This leads to problems related to seating and sufficient number of teachers.
- (b) Since the motive behind enrolment in Class I is getting free ration in the case of many children, such children neither attend school regularly nor are interested in

education. They tend to drop-out at the end of the year. Thus the drop-out rate in Class I in Parishad schools is much higher than the corresponding rate in Private Schools and also as compared to the other classes of even Parishad schools.

- (c) The attendance registers in Parishad schools are manipulated because of the tremendous pressure on teachers to record an 80 per cent attendance such that children may be eligible for free rations. As against this the Private schools are much more strict as far as regular attendance is concerned.
- (d) In general it was observed that the drop-out rates are not very high either in Parishad or Private schools. However, these rates are marginally higher in the case of Parishad Schools.
- (e) It was also encouraging to observe that the percentage of children passing in the annual examinations is quite high in both Parishad and Private schools. However, the performance of the Private schools is relatively better when we compare it with that of the Parishad schools.
- (f) The teacher pupil ratio does not conform to the prescribed norm either in Parishad or Private schools. In the Parishad schools the overall ratio was 65 and 56 in Gorakhpur and Saharanpur respectively. The situation is relatively better in the case of private schools

where this raltio was 51 and 45 respectively for Gorakhpur and Saharanpur.

- (g) It was observed that the Private Schools are laying a much greater stress on the all round development of the child. They have made school dress compulsary and are teaching children to be desciplined and well mannered. This aspect is sadly lacking in the Parishad schools.
- (h) The Parishad schools have no system of providing homework to the children. Even the class work is not regularly checked by the teachers. In the Private schools, on the other hand, class work is regularly checked so also is home work regularly given and corrected.
- (i) In the Parishad schools the level of learning was found to be low since only around 30 per cent of the children gave correct answers to the questions. However there were some Parishad schools where the performance was relatively better and around 50 per cent children could answer questions correctly. The Performance level in Private schools was much better as even in the poor performance schools around 60 per cent children gave correct answers. In the better Private schools the performance level was even better.

# 4. DIFFERENCE BETWEEN SOCIAL AND PRIVATE COST OF EDUCATION

On the basis of the expenditure pattern of the parents with respect to the schooling of their children we found that in Parishad schools the average monthly expenditure per child worked out to Rs.21.5 per month taking both districts together. As can be expected, the average per child expenditure in Private school was much higher at around Rs.65.6 per month. This is the private cost of expenditure which the parents are bearing.

On the other hand government is spending huge amount money in order to promote primary education and make easily accessible to even the poorest person all over the state. For this they have a network of schools, a network of the offices of the Basic Shiksha Parishad which looks after the administrative aspects of primary education. this we also have a chain of DIET's, BRC's and NPRC's which look after the training of teachers. Expenditures are being made on construction of new schools, on providing scholarship to eligible children and free ration to all children. this entails a huge expenditure which the government making each year and if we work out this expenditure on a per child basis it will work out to be a sizeable amount. amount is almost totally subsidised since children have pay only a negligible fees in the Parishad schools. Thus every one including parents and teachers must appreciate the fact that the social cost of education is much higher

the private cost. As a result the parents must avail this opportunity by sending their children to school and ensure that they complete education at least upto the primary level. Similarly teachers too much discharge their duties more honestly as huge amount of money is being spent on their training and their salaries.

## 5. FACTORS CONTRIBUTING TO POPULARITY OF PRIVATE SCHOOLS

- (a) The first and foremost factor making Private schools so popular is the introduction of English from class I itself. Even in the rural areas people have taken a fancy to English and parents feel proud to say that their children are going to English medium schools. It is a status symbol and even those parents who are economically weak are also sending their children to Private schools.
- (b) All private schools lay stress on the crutial aspects such as regularity of students, of teachers, on teaching and giving home work. The class work and home work is also checked. Besides this, they are also ensuring that children become disciplined and lears good manners.
- (c) Despite the fact that teachers of Private schools are un-trained and poorly paid they are maintaining a quality of education which is adequately refelcted in the levels of learning among the children of these schools. This is primarily due to the fact that the

administration of private schools is far more efficient and there is greater control over both students and teachers. This administrative efficiency is found lacking in Parishad schools.

(d) As a result of the advantages indicated with respect to Private Schools it was found that all parents (in both districts), whose children were enrolled in Private schools, were fully satisfied with the school. In the case of Parishad schools, on the other hand, the percentage of fully sxatisfied parents was only 30 per cent in Gorakhpur and 57 per cent in the case of Saharanpur.

### 6. POLICY IMPLICATIONS ARISING FROM THE FINDINGS TO BRING ABOUT IMPROVEMENT IN PARISHAD SCHOOLS

- (a) Immediate repair work of the old delapidated buildings should be undertaken. For this a part of the World Bank fund, presently being utilised for new construction only, should be diverted.
- (b) The efficient Parishad schools are generally found to have a total strength which becomes unmanageable at times while other Parishad Schools in the same vicinity have less students. There should, therefore, be a check on this practice and the simplest way to achieve it is to make all schools equally efficient.

- (c) In schools which have only 2-3 teachers the teachers are genuinly finding it difficult to teach all classes efficiently. Steps should, therefore, be taken to ensure that each school has sufficient number of teachers.
- (d) There is an urgent need to exercise a proper check on those teachers who exert their influence and ensure that they get posted in a school within or around their own village or in schools which are on the roadside. Once native place posting is gained teachers get engrossed in their own work. In case of the rush for road side school posting the schools located in remote areas tend to get neglected. In both cases teaching suffers.
- (e) The government should remove anomalies existing in the scholarship amount between Muslim children (Rs.300 per annum) and other eligible children (Rs.144 per annum). At the same time the government must be very strict to ensure that free rations are distributed to only those children who have 80 per cent attendance. Otherwise the very objective of this incentive is being defeated.
- (f) Parishad schools, keeping in mind the present trend and the inclination of the parents, should introduce English from class I itself. At the same time the Basic Shiksha Parishad should issue strict instructions to all Parishad schools to give home work regularly and check the work done by students both in the class and at home.

- (g) Although new teaching methods are being taught to teachers through on-job training programmes, the teachers are not following them properly either because they do not have proper teaching kits or no kits at all. The Parishad should therefore ensure that every school is equipped with these kits in good condition and that regular demonstration is given on them.
- (h) The on-job training are always held while the school session is on. The teachers who go on training are not substituted and so teaching suffers as long as the teachers are away for training. All the training courses should therefore be conducted during vacations. Moreover, the duration of training, which presently ranges between 6-8 days, is insufficient and should be suitably increased.
- (i) The Parishad schools should pay greater attention on school dress. The provision of school dress already exists but these schools are not particular to ensure that children attend school in proper uniform. Similarly, the Parishad schools must start paying attention on maintaining discipline among children by making them Well mannered.
- (j) The ABSA's should make regular inspection of of the schools under them to ensure that:
  - (i) teachers are regular;
  - (ii) teaching is regular;

- (iii) teaching kits are being regularly used;
- (iv) homework is given and checked regularly; and
  - (v) school is particular about attendance ofchildren, their school dress and discipline.
- (k) The Village Education Committee is not functioning properly at present despite the fact that it is expected to play a crutial role in improving the condition of the schools, improving the quality of education and in increasing enrolment rates and minimise the drop-out rates. Every effort should, therefore, be made to ensure that the VEC meetings are regularly held and that they give due attention to all aspects indicated above rather than confine themselves in dealing with routine financial matters alone.
- (1) The teachers are being given various respon-sibilities which has nothing to do with teaching. This puts extra burden on them and considerable time is wasted to perform these duties. Ultimately it is teaching which suffers. The extra work which they do might have its own significance but it should not be done at the cost of teaching and so the government must find alternative means of getting this additional work done.
- (m) Our own experience during the course of this study was that although various data are compiled and collected throughout the year at the state, district, block and lower levels, it is not properly maintained and so we could not obtain certain crutial information either for

the district as a whole or on a blockwise basis. We therefore feel that there is an urgent need to prepare a strong data base on a time series basis. This will not only facilitate research work but will be equally helpful to the policy makers since this data base will help in assessing the situation and for making provisions for the future.

Finally, it may be concluded that the Parishad schools do enjoy certain advantages over the Private schools despite the apparent popularity of the Private schools. What is really required is to exploit these advantages fully so as to enhance the quality of education provided by Parishad schools. In short we may say that there is an urgent need to revamp the administrative machinery and ensure efficient management of the Parishad schools. If the Private schools can run efficiently with their limited resources the Parishad schools have the potential of achieving much greater success since they have much more resources and a well developed infrastructure to back them up.